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ABSTRACT

An evaluation assessed the effectiveness and adequacy of North Dakota's vocational-technical system in carrying out the purposes of the Carl Perkins Act and the Job Training Partnership Act (JTPA) and the coordination that took place between the acts. The evaluation that centered on schools' and institutions' efforts to fulfill the purposes of the Perkins Act determined the following: all North Dakota schools and institutions made special efforts to provide special populations students access to vocational-technical programs; all but one secondary school indicated their programs reflected community needs; postsecondary institutions had the ability to respond to requests for new programs; integration of academics into vocational-technical courses was occurring; private sector involvement varied considerably; and there was active participation between vocational-technical programs and Job Training Partnership Act programs at secondary and postsecondary levels. A survey to evaluate the job training delivery system assisted under JTPA determined that the Service Delivery Area exceeded the Department of Labor standards in each category except one. A mail survey determined there was close cooperation and information dissemination in areas where JTPA programs were in operation. Area vocational centers and the comprehensive high schools reported a close working relationship with JTPA programs. (An executive summary at the front of the report provides the three commendations and nine recommendations raised by this evaluation.) (YLB)

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Vocational-Technical Education

Serving the Needs of North Dakota

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An Evaluation Report of the
North Dakota Council on Vocational Education

June 1993

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The Council on Vocational Education is a private-sector-led citizens advisory council. Members are appointed by the Governor and represent business, industry, labor, agriculture, and education. The primary responsibility of the Council is to advise the Governor, the Governor's Employment and Training Forum, the State Board for Vocational-Technical Education, and the business community on policies and initiatives that should be undertaken to strengthen and modernize vocational-technical education.

The Council is 100 percent federally funded through a $150,000 grant from the U.S. Department of Education for FY93.

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Vocational-Technical Education

Serving the Needs of North Dakota

An Evaluation Report of the
North Dakota Council on Vocational Education

June 1993

NORTH DAKOTA COUNCIL ON VOCATIONAL EDUCATION

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June 15, 1993

The Honorable Edward T. Schafer
Governor of North Dakota
600 East Boulevard
Bismarck, ND 58505

Dear Governor Schafer:

The North Dakota Council on Vocational Education presents to you its report "Vocational-Technical Education—Serving the Needs of North Dakota."

This report is a review of history—the history of the past two years of operation of vocational-technical education, the Job Training Partnership Act, and the coordination between the two programs. It represents what has been done, and it should be used as a basis for what can be done.

Fiscal year 1992 (July 1, 1991-June 30, 1992) was the first year the Carl Perkins Vocational and Applied Technology Education Act, new federal legislation for vocational-technical education, was in force. The ability of vocational-technical educators, their school systems, and the state to make the law function in the best interests of North Dakota is a tribute to their professionalism and skill.

Their capability to move forward indicates that we can provide North Dakotans with the skills necessary to be a competitive factor in a world economy. The system is in place. What is needed now is a vision for our future and the willingness to make the vision a reality.

This report contains the recommendations and findings of the Council on the effectiveness and adequacy of the vocational-technical system in carrying out the purposes of the Carl Perkins Act and the Job Training Partnership Act. In addition, it addresses the coordination that took place between the acts.

The Council believes the recommendations in this report, if adopted, will advance educational opportunities for North Dakotans and increase the state's ability to move forward. The Council looks forward to working with you, the Governor's Employment and Training Forum, the State Board for Vocational-Technical Education, and others who believe our system can only improve to implement these recommendations.

Sincerely,

David A. Funston, Chairperson

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FOREWORD

One of the major functions of the Council on Vocational Education is the evaluation of programs funded by the Carl Perkins Vocational and Applied Technology Education Act of 1990 and the Job Training Partnership Act of 1982. Once completed, the evaluation and the accompanying recommendations and commendations are forwarded to the Governor, State Board for Vocational-Technical Education, State Job Training Coordinating Council, and the U.S. Secretaries of Education and Labor.

The evaluation was designed to determine:

- **The effectiveness and adequacy of the vocational education delivery system in carrying out the purposes of the Carl Perkins Act.**
- **The effectiveness and adequacy of the vocational education delivery system in carrying out the purposes of the Job Training Partnership Act.**
- **The effectiveness and adequacy of the coordination between the Carl Perkins Act and the Job Training Partnership Act.**

The evaluation design was adapted to North Dakota from the "common elements" evaluation format developed by the National Association of State Councils on Vocational Education.

The evaluation of the programs funded by the Carl Perkins Act centers on the efforts of the schools and institutions in fulfilling the purposes of the act during fiscal years 1991 and 1992. The evaluation was conducted by survey with each of the area vocational centers, the comprehensive high schools, eight of the Carl Perkins consortiums, and ten higher education institutions.

The evaluation of the programs sponsored by the Job Training Partnership Act was done to determine the extent to which North Dakota's JTPA service delivery area achieved the legislative purpose and performance expectations of JTPA and the extent to which its administration and program delivery system compliment North Dakota's vocational-technical education system.

Specific commendations and recommendations were made by the Council's evaluation committee and ratified by the full Council in February. The Council reviewed the final report and formally adopted the report in May of 1993.

The report is divided into four sections:

- **Part One** **Executive Summary**
- **Part Two** **Findings and Recommendations Relating to the Carl D. Perkins Vocational and Applied Technology Education Act.**

- **Part Three** **Findings and Recommendations Relating to the Job Training Partnership Act**

- **Part Four** **Findings and Recommendations Relating to the Coordination Between Vocational-Technical Education and the Job Training Partnership Act.**

EXECUTIVE SUMMARY

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- Part Four — Findings and Recommendations Relating to the Coordination Between Vocational-Technical Education and the Job Training Partnership Act

RECOMMENDATIONS AND COMMENDATIONS

VOCATIONAL-TECHNICAL EDUCATION

The number of local school districts that offer vocational-technical programs increased from 180 in 1990 to 215 in 1992. This was in response to the Carl Perkins legislation and, in all cases, services to special populations were offered in areas where services were not offered in previous years.

Commendation C1

The State Board for Vocational-Technical Education, secondary schools, and postsecondary institutions are to be commended for their efforts and successes in providing access to and for special populations students.

While secondary institutions have a process in place that allows parents of special populations to provide input into vocational-technical programs for special populations students, the post-secondary institutions do not have a process in place that allows parent-student input.

Recommendation R1

Postsecondary institutions should establish parent-student advisory groups to provide input to vocational-technical education programs that serve special populations students.

Carl Perkins legislation encourages and promotes nontraditional program enrollments and sex equity in all areas. There has been an emphasis on Gender/Ethnic Expectations and Student Achievement (GESA) from the state level. The data indicates, at this time, it has had little impact on enrollment, nor should it be expected to produce results over a two-year period.

To change current attitudes, career awareness must be integrated into the curriculum at the primary level and actively promoted at the junior and senior high school levels.

Recommendation R2

The Council recommends to the State Board for Vocational-Technical Education that career education and guidance be a formal part of all vocational-technical education programs at the junior and senior high levels.

Ideally, career guidance programs should be implemented in primary schools and all students, regardless of gender, be made aware of all job opportunities. The State Board for Vocational-Technical Education should provide appropriate materials to all school districts to begin the process of career awareness at the primary level.

Private-sector involvement through local vocational-technical advisory committees has allowed many programs to grow and meet the demands of the new work force. This expertise should be a partner in local economic development efforts.

Recommendation R3

The Council on Vocational Education recommends to the Governor that he encourage the use of vocational-technical advisory committees in the design of educational programs to enhance local economic development opportunities.

Staff development is a key in determining the effectiveness of programs which allow special populations to access vocational-technical education programs in an effective manner. The amount and level of staff development varies from a low of one-half of one percent to as high as ten percent.

Recommendation R4

The North Dakota Council on Vocational Education recommends that each school and institution provide additional staff development on working with special populations. Additionally, it is recommended the State Board for Vocational-Technical Education provide funding and opportunities for staff development on a local and regional basis.

JOB TRAINING PARTNERSHIP ACT

Increased communications about programs and an increased level of communication in the planning of job training programs would aid both the schools and institutions and the job training administrators in planning and conducting training programs. While coordination occurs at each

level, there is no formal relationship between the local institutions and the Regional Employment and Training Committees.

With education committees established at the regional and state level, new trends and emerging issues in training and education would be immediately available to the RETC and to the GETF. This would provide benefits to the clients that JTPA is to serve and would provide the education community with an understanding of the benefits of JTPA to the people in their area and the role of education in the system.

Recommendation R5

The Council recommends to the Governor's Employment and Training Forum that an Education Subcommittee be formed at the state level and at the regional level. Membership of the subcommittee should be geographically spread to represent the entire region.

The involvement in economic development activities rates special mention, as the state Department of Economic Development and Finance is shifting the emphasis from state level activity to the local level. A prime resource for local economic development is the skills and resources within the vocational-technical programs at the local level.

However, in order for the most effective use of this resource, vocational-technical educators need the opportunity to understand the economic development process. In-service in the areas of economic development, local business practices, and the state's role in economic development are but a few of the areas that should be provided to vocational-technical educators.

Recommendation R6

The Council on Vocational Education recommends to the Governor, the State Board for Vocational-Technical Education, and the Department of Economic Development and Finance that, as the emphasis for economic development shifts to the local level, vocational-technical educators be given the tools and opportunity to be effective partners with economic development and job training programs.

Tools such as business assessments, financial practices, marketing, and economic opportunities for small business should be provided to vocational-technical educators by a partnership between agencies and units of government that are involved in economic development.

Business and industry training is a key in local economic development activities. This training is provided in many institutions and various locations.

Commendation C2

The ability and willingness of the institutions to provide business and industry training has provided the state a valuable asset that encompasses both economic development and job training programs offered throughout the state.

The JTPA service delivery area (SDA) exceeded the Department of Labor standards in each category except "Welfare Adult Follow-Up Entered Employment Rate in PY91." The SDA performance was 49 percent, 2 percent less than the standard. Not meeting this standard was determined to be insignificant when all other performance standards were not only met, but exceeded.

Commendation C3

The North Dakota Council on Vocational Education commends the Governor's Employment and Training Forum and the Regional Employment and Training Committees for their efforts in meeting and exceeding the Department of Labor Standards in PY 1990 and PY 1991.

The Council requested information from the SDA that would allow the Council to determine if the SDA is increasing or decreasing services over a period of time to specific socio-economic population groups in relation to their incidence in the population. In only three categories was information available that would indicate the incidence of the socio-economic characteristic in the SDA.

The ability of the SDA to track the number of people in the various socio-economic characteristics will allow the SDA to judge the scope of their programs. The SDA today, without the numbers of the various characteristics, does not have the ability to measure the extent to which they are serving the clients most in need of the services.

Recommendation R7

To insure that the JTPA system is serving the population indicated in the legislation, the Council on Vocational Education recommends that, as the Management Information System used by JTPA is upgraded and redesigned, the system be configured to allow the Governor's Employment and Training Forum to obtain and use current data on the incidence in the population of each of the socio-economic groups served.

The Job Training Partnership Act is an investment in human capital. To determine the return on this investment, the Department of Labor established six performance measures that North Dakota has met or exceeded. A more accurate method to determine if, in fact, there is a return

on investment would be to measure the long-term success of the programs. The number of clients not returning to the welfare system after training and clients who are contributing to the economy would indicate if the program shows a positive rate of return.

At the present time, the SDA does not have the ability to measure the number of clients who return to the welfare system nor do they cross-check with the unemployment insurance system to see if the clients have become contributing members of the economy.

Recommendation R8

To adequately determine if the clients served by JTPA are being provided long-term skills necessary to compete in a knowledge-based society, the Council on Vocational Education recommends that, as the Management Information System used by the SDA is reconfigured, the ability be included to longitudinally track JTPA clients with other service providers.

COORDINATION

A wide range of occupations and geography on Regional Employment and Training Committees will provide the committees the best opportunity for success within their regions. The maintenance of broad-based representation on the RETCs is important for their continued success.

Recommendation R9

The North Dakota Council on Vocational Education recommends that, as terms expire on the Regional Employment and Training Committee, the Governor make every effort to place members on the RETC who represent a wide range of occupations and geographic locations.

The Council recommended in Recommendation R5 that an education subcommittee be formed at the state and regional level. This recommendation, if implemented, would remove the major coordination issue that was highlighted in both the JTPA survey and the survey conducted with the vocational-technical education institutions.

PART ONE

The Carl D. Perkins Vocational and Applied Technology Education Act of 1990

The Carl D. Perkins Vocational and Applied Technology Act of 1990 provides secondary, postsecondary, and adult vocational-technical education programs with federal assistance.

The legislation expands the federal government's job-related education efforts. It emphasizes service to special populations, including the poor, the handicapped, the economically disadvantaged, disabled, single parents, foster children, those not properly served because of sex bias, and those with limited English proficiency. The primary vehicle to accomplish this objective of the act is Title II.

The FY91 and FY92 expenditures of federal dollars, as a percentage of the total federal dollars on a state level, are contained in Figure 1. Secondary and postsecondary funding percentages increased in 1992, while administration and adult percentages decreased.

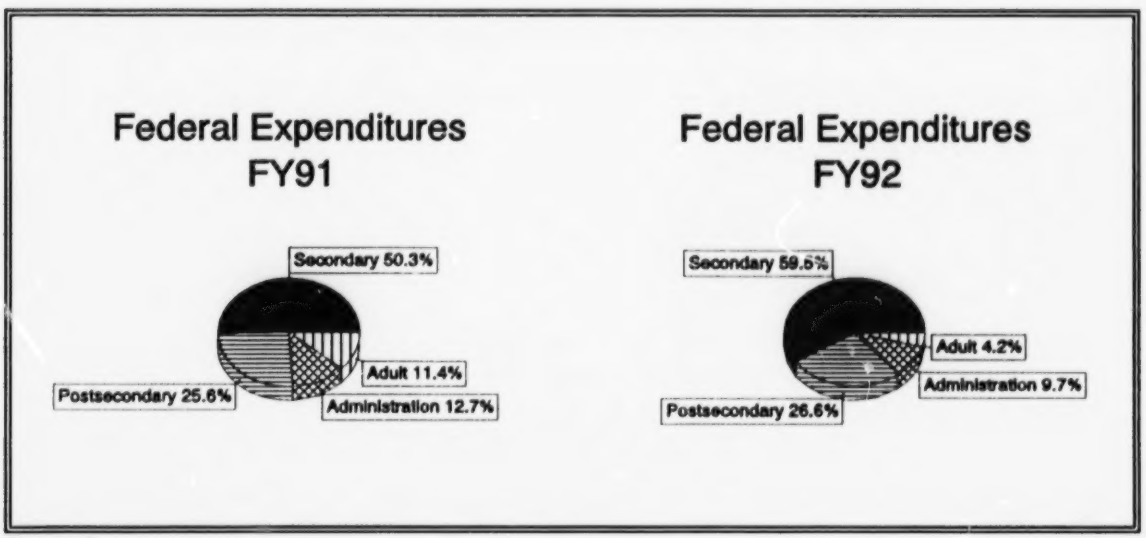

Figure 1

The purpose of the act, as stated in the federal legislation, is to "...make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population. This purpose will principally be achieved through concentrating resources on improving educational programs leading to academic, occupational training, and retraining skill competencies needed to work in a technologically advanced society."

The evaluation conducted by the Council on Vocational Education centers on the efforts of the schools and institutions in fulfilling the purposes of the act during fiscal years 1991 and 1992 (July 1, 1990-June 30, 1992). The evaluation was conducted by survey with each of the area vocational centers, each of the comprehensive high schools, eight of the Carl Perkins consortiums, and ten postsecondary institutions.

Many issues were covered in the survey instrument. The Council made recommendations only on those issues that, after discussion, were areas where improvement could be made within the budget limitations imposed on the schools and institutions involved. The Council has, however, included general statements on all areas which reflect the state of vocational-technical education in North Dakota.

The evaluation instrument, which was adapted to North Dakota, was taken from the "common elements" format developed by the National Association of State Councils on Vocational Education.

The survey was divided into four sections. The sections were:

- **Accessibility for Special Populations Students**
- **Vocational-Technical Education**
- **Carl Perkins Funds**
- **Coordination**

The survey did not request specific data from schools and institutions but, rather, responses to issue-type questions.

Specific comparisons of services to special populations are difficult to make between Carl Perkins I and Carl Perkins II, as the method and manner of counting these students changed with the new law. Comparisons of actual numbers would not indicate the same information.

Accessibility for Special Populations Students

All the schools and institutions have made special efforts to provide special populations students access to vocational-technical programs. This includes providing students access through information about the programs and access in that the buildings have been made accessible to those who are physically challenged.

Secondary Special Populations Enrollment
FY91 and FY92

	SPECIAL POPULATIONS	FY91	FY92
a.	Handicapped	*	2,072
b.	Disadvantaged	*	9,828
c.	Adults in need of training and retraining	*	*
d.	Single parents or homemakers	*	357
e.	Individuals who participate in programs to eliminate sex bias and stereotyping	*	3,151
f.	Corrections	214	152
g.	Limited English proficiency	*	525

Table 1

Postsecondary Special Populations Enrollment
FY91 AND FY92

	SPECIAL POPULATIONS	FY91	FY92
a.	Handicapped	*	128
b.	Disadvantaged	*	2,222
c.	Adults in need of training and retraining	*	*
d.	Single parents or homemakers	*	134
e.	Individuals who participate in programs to eliminate sex bias and stereotyping	*	80
f.	Corrections	411	416
g.	Limited English proficiency	*	193

Table 2

Information about the opportunities in vocational-technical programs is provided through counselors, school meetings, mailings, and program listings. While not all schools and institutions use all, most have more than one avenue available to get information to special populations students about vocational-technical education. The items most frequently cited as detracting from accessibility are funding and the availability of staff. Many of the schools and institutions indicated there were no factors which detracted from accessibility for special populations students.

Secondary Special Populations Enrollment by Gender
FY91 and FY92

		Number Males		Number Females	
	SPECIAL POPULATIONS	FY91	FY92	FY91	FY92
a.	Handicapped	*	1,366	*	706
b.	Disadvantaged	*	4,428	*	5,400
c.	Adults in need of training and retraining	*	*	*	*
d.	Single parents or homemakers	*	16	*	341
e.	Individuals who participate in programs to eliminate sex bias and stereotyping	*	1,906	*	1,245
f.	Corrections	176	141	38	11
g.	Limited English proficiency	*	295	*	230

Table 3

Postsecondary Special Populations Enrollment by Gender
FY91 and FY92

		Number Males		Number Females	
	SPECIAL POPULATIONS	FY91	FY92	FY91	FY92
a.	Handicapped	*	96	*	32
b.	Disadvantaged	*	1,304	*	918
c.	Adults in need of training and retraining	*	*	*	*
d.	Single parents or homemakers	*	21	*	113
e.	Individuals who participate in programs to eliminate sex bias and stereotyping	*	22	*	58
f.	Corrections	367	363	44	53
g.	Limited English proficiency	*	133	*	60

Table 4

Secondary schools use parents, students, teachers, and community members to provide input into vocational-technical programs for special populations students. Parent-teacher conferences and parents and students as active members on program advisory committees provide significant input into vocational-technical programs.

Postsecondary institutions do not have a process now in place that provides for parent and student input into the program advisory committees.

There is a common understanding that Carl Perkins II provided access, by special populations students, in areas that were not served prior to this legislation being enacted. The number of local school districts that offer vocational-technical programs increased from 180 in 1990 to 215 in 1992. This was in response to Carl Perkins legislation and, in all cases, services to special populations were offered in areas where services were not offered in previous years.

Commendation C1

The State Board for Vocational-Technical Education, secondary schools, and postsecondary institutions are to be commended for their efforts and successes in providing access to and for special populations students.

☐ PERKINS ACT

Recommendation R1

Postsecondary institutions should establish parent-student advisory groups to provide input to vocational-technical education programs that serve special populations students.

Vocational-Technical Education

Significant to the success of a vocational-technical program is the program's ability to reflect the needs of the local and state community of businesses. In addition, the ability of vocational-technical education programs to respond to the needs of the local and state community of businesses is a measure of the success of the programs.

All but one of the secondary schools indicated that their programs do, in fact, reflect the needs of their community. The schools have identified the needs of their respective communities through surveys and through program advisory committees.

Most of the secondary schools have responded to requests from the local business community and established programs in response to those requests. The majority of the schools indicate that they have the ability to respond to requests. Those that indicated they do not have the ability cite the funding design as the reason they are unable to respond to business or community needs.

Postsecondary institutions have the ability to respond to requests for new programs. The time frame for response can be as short as six weeks to as long as six months, depending on the complexity of the program. Examples of programs include a full two-year technical program to serve the needs of the medical community to short-term, topic-specific programs to meet the needs of a specific industry or business.

Integration of academics into vocational-technical courses is taking place at all levels; however, it is not, at this time, fully integrated into all the vocational-technical curricula. The integration of academics into vocational-technical programs is being implemented as the curriculum becomes available. Applied academics in-service conducted by State Board for Vocational Technical Education staff is offered on a regional basis. Currently, 1,062 educators, representing 266 schools/institutions which offer vocational-technical education, have used in-service to upgrade their ability to integrate applied academics into their vocational-technical course offerings.

Nontraditional enrollment in North Dakota is a new emphasis. There is activity from the state level and nontraditional enrollment in many programs. The number of nontraditional students is, however, extremely low.

Vocational-Technical Education Enrollment by Program
FY91 and FY92

	Secondary				Postsecondary			
PROGRAM	FY91 M	FY91 F	FY92 M	FY92 F	FY91 M	FY91 F	FY92 M	FY92 F
Agriculture	3224	544	3155	555	245	35	326	69
Auto Body	113	0	78	1	95	0	77	0
Automotive	691	59	692	42	197	1	151	2
Avionics	0	0	0	0	0	0	10	0
Building Trades	492	19	309	29	13	0	26	0
Building Maintenance	0	0	0	0	4	0	4	0
Business/Computer/Office	3717	4457	3785	4509	180	657	148	669
Child Care	10	278	31	243	0	9	2	38
Commercial Art	21	29	21	21	21	29	22	32
Consumer Homemaking	2576	5255	2374	5077	0	0	0	0
Diesel Mechanics	0	0	0	0	188	0	143	0
Diversified Occupations	10	8	3	9	0	0	0	0
Drafting	92	14	105	29	27	1	22	0
Electrical/Electrician	31	0	106	7	0	0	0	0
Food Service	35	38	47	20	11	8	14	19
Graphic Arts/Printing	22	16	26	22	24	30	20	22
Hazardous Waste	0	0	0	0	0	0	31	5
Health Occupations	86	399	55	291	22	289	35	341
Heating/Refrigeration/Air Cond.	0	0	0	0	36	0	51	0
Home Furnishings	0	0	0	0	12	28	0	0
Law Enforcement	0	0	0	0	18	3	36	4
Legal Assisting	0	0	0	0	1	30	7	20
Lineworker	0	0	0	0	41	1	41	0
Marketing Education	660	880	633	638	224	173	173	139
Metal Trades	318	6	270	10	171	22	136	0
Plumbing	0	0	0	0	27	1	18	0
Simulator Maintenance	0	0	0	0	32	3	22	2
Small Engine Repair	100	4	42	5	20	0	21	0
Technical	0	0	0	0	614	49	509	45
Technology Education	4280	834	4098	784	0	0	0	0
Telecommunications	93	30	111	42	0	0	0	0
Truck Driving	0	0	0	0	53	5	72	4
Upholstery	0	0	0	0	4	3	0	0

Table 5

☐ PERKINS ACT

Carl Perkins encourages and promotes nontraditional program enrollments and sex equity in all areas. There has been an emphasis on Gender/Ethnic Expectations and Student Achievement (GESA) training from the state level. The data indicates, at this time, it has had little impact on enrollment, nor should it be expected to produce results over a two-year period.

The Council realizes that more than the programs sponsored by vocational-technical education needs to change before nontraditional enrollments will change. Career education and awareness needs to begin in primary schools. Sex bias in employment begins in the home, consistent with historical attitudes adopted by society.

To change these attitudes, career awareness must be integrated into the curriculum at the primary level and actively promoted at the junior and senior high school levels.

Recommendation R2

The Council recommends to the State Board for Vocational-Technical Education that career education and guidance be a formal part of all vocational-technical education programs at the junior and senior high levels.

Ideally, career guidance programs should be implemented in primary schools and all students, regardless of gender, be made aware of all job opportunities. The State Board for Vocational-Technical Education should provide appropriate materials to all school districts to begin the process of career awareness at the primary level.

Private-sector involvement is a significant key to the success of a vocational-technical education program. The private-sector involvement in programs in North Dakota varies considerably. The comprehensive high schools and the area vocational schools report significant private-sector involvement in the design and operation of the programs.

Private-sector involvement in the consortium schools ranged from none to significant involvement. Where there is private-sector involvement, the most common use was to review curriculum and to recommend equipment.

The time required of the private sector was the key barrier to private-sector involvement. In all schools and institutions, that reported little or no private-sector involvement, the time required of the private sector was the reason cited.

As economic development emphasis shifts from the state level to the local level, input of involved private-sector citizens will be a key in local success. Private-sector involvement in

local vocational-technical advisory committees has allowed these programs to maintain relevance to current needs and an eye to future needs.

This same expertise and understanding of local opportunities and needs should be utilized in local economic development activities. As local economic development opportunities occur, the ability to provide a quality work force is important. Local advisory committees have the ability to format education efforts to the needs of local economic development efforts.

Recommendation R3

The Council on Vocational Education recommends to the Governor that he encourage the use of vocational-technical advisory committees in the design of educational programs to enhance local economic development opportunities.

Staff development is a key in determining the effectiveness of programs that allow special populations to access vocational education programs in an effective manner. The amount and level of staff development varies from a low of one-half of one percent to as high as ten percent.

Recommendation R4

The North Dakota Council on Vocational Education recommends that each school and institution provide additional staff development on working with special populations. Additionally, it is recommended the State Board for Vocational-Technical Education provide funding and opportunities for staff development on a local and regional basis.

Specific areas were cited by the schools and institutions in their need for additional staff development. The areas cited were those where increased emphasis was placed on the local schools and institutions by the requirements of Carl Perkins. The areas included: applied academics, working with the mentally and physically challenged, and dealing with individual education plans.

Carl Perkins Funds

The Council, in its consideration of the overall funding of vocational-technical education, has suggested to the State Board for Vocational-Technical Education that a number of its funding

options be reviewed and revised. Specifically, the Council is recommending the split of federal funds between secondary and postsecondary be reviewed in light of current job requirements.

Additionally, the Council will recommend that the current method of reimbursing schools and institutions for providing vocational-technical programs be changed. Today, the institutions are reimbursed on a percentage of the instructor's salary. This option now takes in excess of 90 percent of the funds available. The State Board for Vocational-Technical Education's task force on funding recommended that a flat rate per program system be established, with incentive funds being established for exceptional programs.

These recommendations are reflected in the Council's review of the funding of vocational-technical education.

Coordination

Carl Perkins specifically asks the Council on Vocational Education to review and make recommendations on the extent to which vocational-technical education, employment, and training programs in the state represent a consistent, integrated, and coordinated approach to meeting the economic needs of the state.

There is active participation between vocational-technical programs and the programs offered through the Job Training Partnership Act. This participation is present in both the secondary and postsecondary programs.

The area where coordination is lacking is in communications between the various entities. There appeared to be a lack of information that passed between the entities. Increased involvement by the institutions would allow the job- training program administrators to have a better understanding of the resources and programs available in the secondary and postsecondary institutions.

Increased communications about programs and an increased level of communication in the planning of job training programs would aid both the schools and institutions and the job training administrators in planning and conducting training programs. While coordination occurs at each level, there is no formal relationship between the local institutions and the Regional Employment and Training Committees.

The formation of a regional education subcommittee to work with the local Regional Employment and Training Committee would provide the education community and the RETC with knowledge about the programs available through JTPA and the education system.

With education committees established at the regional and state level, new trends and emerging issues in training and education would be immediately available to the RETC and to the GETF.

This would provide benefits to the clients that JTPA is to serve and would provide the education community with an understanding of the benefits of JTPA to the people in their area and the role of education in the system.

Recommendation R5

The Council recommends to the Governor's Employment and Training Forum that an Education Subcommittee be formed at the state level and in each region. Membership of the subcommittee should be geographically spread to represent the entire region.

This should take place with the inception of education subcommittees on the regional and state levels with the Governor's Employment and Training Forum.

The involvement in economic development activities rated special mention, as the state Department of Economic Development and Finance is shifting the emphasis from state level activity to the local level. A prime resource for local economic development is the skills and resources within the vocational-technical programs at the local level.

However, in order for the most effective use of this resource, vocational-technical educators need the opportunity to understand the economic development process. In-service in the areas of economic development, local business practices, and the state's role in economic development are but a few of the areas that should be provided to vocational-technical educators.

Recommendation R6

The Council on Vocational Education recommends to the Governor, the State Board for Vocational Technical Education, and the Department of Economic Development and Finance that, as the emphasis for economic development shifts to the local level, vocational-technical educators be given the tools and opportunity to be effective partners with economic development and job training programs.

Tools such as business assessments, financial practices, marketing, and economic opportunities for small business should be provided to vocational-technical educators by a partnership between agencies and units of government that are involved in economic development.

Commendation C2

The ability and willingness of the institutions to provide business and industry training has provided the state a valuable asset that encompasses both economic development and job training programs offered throughout the state.

PART TWO

JOB TRAINING PARTNERSHIP ACT OF 1982

The North Dakota Council on Vocational Education is required by the Carl Perkins Vocational and Applied Technology Education Act of 1990 to evaluate the job training delivery system assisted under the Job Training Partnership Act (JTPA) and to assess the extent to which coordination, joint planning, and collaboration take place between the JTPA program and the vocational-technical education system.

In order to fulfill this responsibility, the Council obtained a survey instrument developed expressly for this purpose by the National Association of State Councils on Vocational Education. Modifications were made to the instrument to insure that its use would be appropriate for North Dakota's JTPA service delivery system. The three sections of the survey included inquiries to determine the extent to which North Dakota's JTPA service delivery area achieved the legislative purpose and performance expectations of JTPA and the extent to which its administration and program delivery compliments North Dakota's vocational-technical education system.

JTPA has two major functions. As outlined in the law, the purposes are to:

- Establish programs to prepare youth and unskilled adults for entry into the labor force.
- Afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment.

The Job Training Partnership Act requires the Department of Labor to set performance standards that each state is to meet. The state may adjust those standards to a lower level with justification. North Dakota has not adjusted its standards lower than those established by the Department of Labor.

In PY 1990 (July 1, 1990, to June 30, 1991) and PY 1991 (July 1, 1991, to June 30, 1992) the Service Delivery Area (SDA) exceeded the Department of Labor standards in each category except "Welfare Adult Follow-Up Entered Employment Rate" in PY91. The SDA performance was 49 percent, 2 percent less than the standard. Not meeting this standard was determined to be insignificant when all other performance standards were not only met, but exceeded.

☐ JOB TRAINING PARTNERSHIP ACT

JTPA TITLE IIA PERFORMANCE
PY90 and PY91

DOL MEASURE	DOL STANDARD	SDA ADJUSTED STANDARD	PY 1990 SDA PERFORMANCE	PY 1991 SDA PERFORMANCE
Adult Follow-Up Entered Employment Rate	62%	no adjustment made	66%	68%
Adult Weekly Earnings at Follow-Up	$204.00	no adjustment made	$224.00	$245.00
Welfare Adult Follow-Up Entered Employment Rate	51%	no adjustment made	49%	56%
Welfare Adult Weekly Earnings at Follow-Up	$182.00	no adjustment made	$227.00	$228.00
Youth Entered Employment Rate	45%	no adjustment made	65%	59%
Youth Employability Enhancement Rate	33%	no adjustment made	40%	51%

Table 6

Commendation C3

The North Dakota Council on Vocational Education commends the Governor's Employment and Training Forum and the Regional Employment and Training Committees for their efforts in meeting and exceeding the Department of Labor Standards in PY 1990 and PY 1991.

Job Training for the Disadvantaged, Title IIA, is to provide job training services for economically disadvantaged adults and youth. These funds, amounting to $3,431,297 for PY90 and $3,428,153 for PY91, were used to provide job opportunities for 2,006 people in PY90 and 1,862 in PY91. The training activities included:

- Classroom training
- On-the-job training
- Remedial classroom training
- Job search programs
- Work experience programs
- Pre-employment and tryout employment training

Figures 2 and 3 illustrate the breakout of expenditures for PY90 and PY91 by category. The categories are state administration, support payments to clients, and training costs (this includes local office staff costs).

Expenditures by Category - PY90

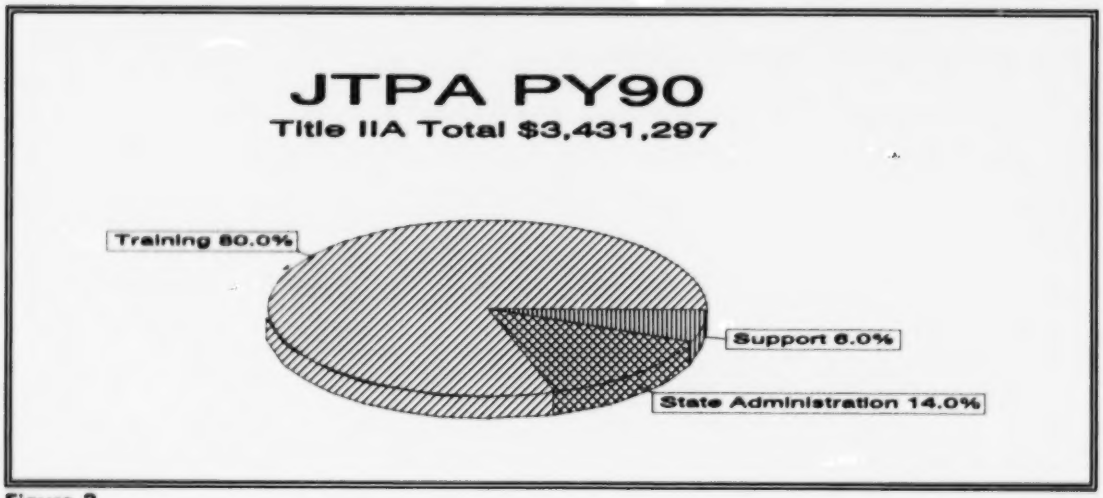

Figure 2

Expenditures by Category - PY91

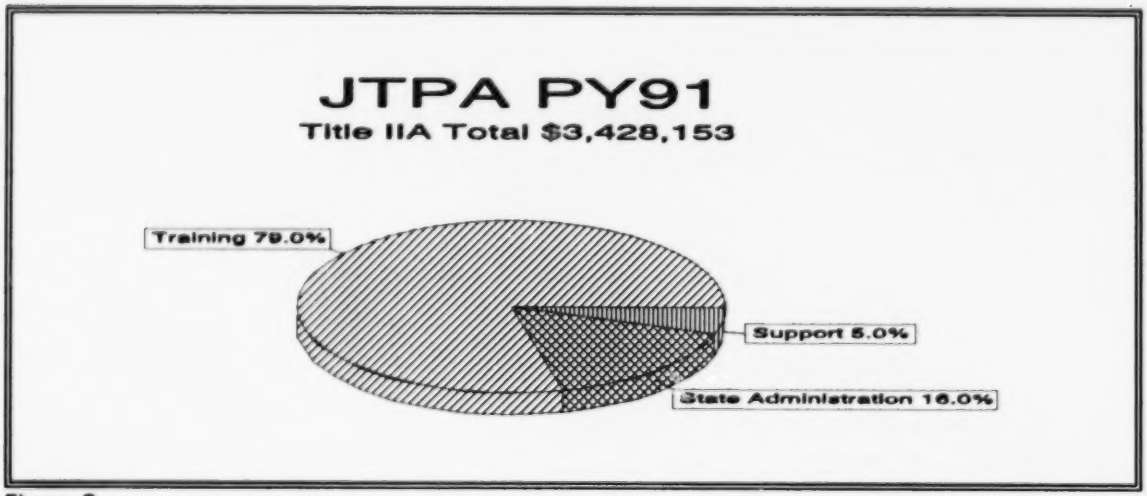

Figure 3

Training costs by type of training are displayed in figures 4 and 5.

Training Expenditures by Type of Training - PY90

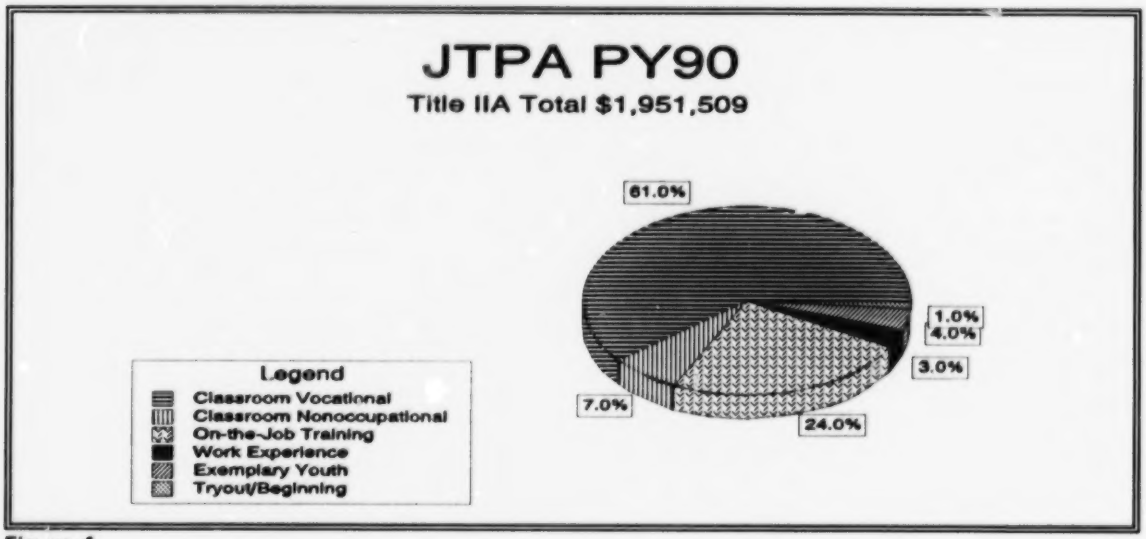

Figure 4

Training Expenditures by Type of Training - PY91

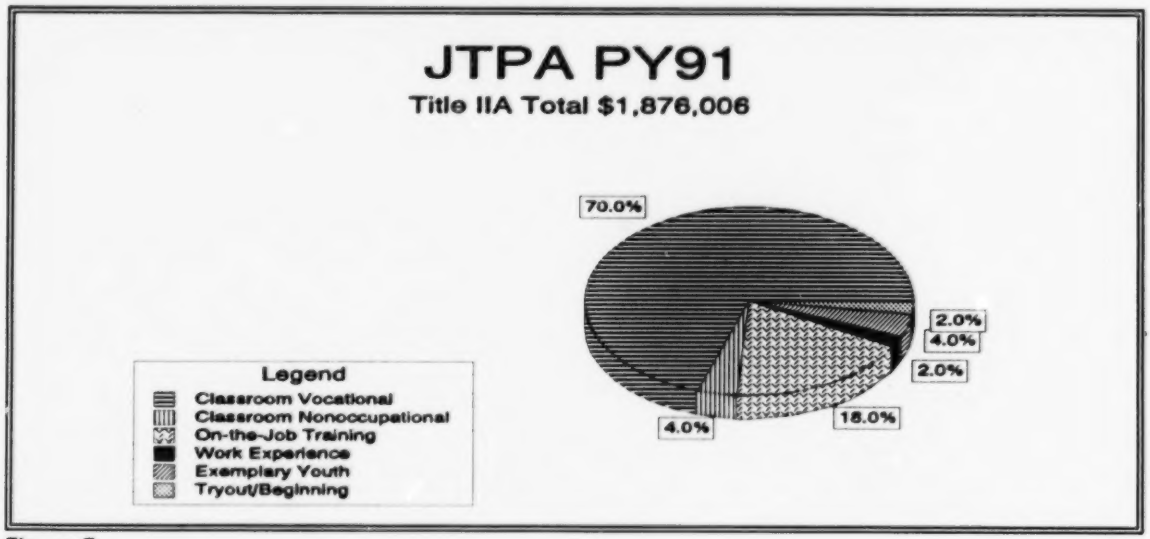

Figure 5

Table seven tracks expenditures and number of youth clients for PY 1988 through PY 1991.

JTPA EXPENDITURES AND NUMBER OF YOUTH CLIENTS SERVED PY88-PY91

	PY88 Exp.	PY88 No. Served	PY89 Exp.	PY89 No. Served	PY90 Exp.	PY90 No. Served	PY91 Exp.	PY91 No. Served
Vocational Classroom Training	$307,540	265	$331,040	269	$434,160	277	$435,020	316
Remedial Classroom Training	14,831	22	26,404	22	54,967	68	27,674	76
On-the-Job Training	178,795	167	189,464	168	151,570	154	83,017	88
Work Experience	9,850	79	12,543	119	33,183	84	36,302	80
Job Search Assistance	228	67	58	26	135	14	200	12
Exemplary Youth	142,534	249	120,487	244	80,170	171	78,293	206
Tryout/Beginning Employment	0	0	0	0	15,758	31	32,762	52
TOTAL	$653,778	849	$679,996	848	$769,943	799	$693,268	830

Table 7

Table eight tracks the expenditures and number of adult clients for PY 1988 through PY 1991.

JTPA EXPENDITURES AND NUMBER OF ADULT CLIENTS SERVED PY88-PY91

	PY88 Exp.	PY88 No. Served	PY89 Exp.	PY89 No. Served	PY90 Exp.	PY90 No. Served	PY91 Exp.	PY91 No. Served
Vocational Classroom Training	$604,176	602	$654,330	678	$759,797	719	$880,808	712
Remedial Classroom Training	58,803	103	58,438	80	85,418	123	51,584	97
On-the-Job Training	392,120	334	438,158	270	323,452	316	245,621	196
Work Experience	2,956	12	3,400	23	12,769	15	4,595	7
Job Search Assistance	349	148	20	81	130	34	130	20
Exemplary Youth	0	0	0	0	0	0	0	0
Tryout/Beginning Employment	0	0	0	0	0	0	0	0
TOTAL	$1,058,404	1,199	$1,154,346	1,132	$1,181,566	1,207	$1,182,738	1,032

Table 8

Table nine reflects the extent to which the SDA has served Title IIA participants who are most in need. The Council requested from the SDA information that would allow a determination of whether the SDA is increasing or decreasing services to these specific groups over a period of time, in relation to their incidence in the population.

SOCIO-ECONOMIC CHARACTERISTICS OF JTPA CLIENTS
PY88-PY91

SOCIO-ECONOMIC CHARACTERISTIC	INCIDENCE IN THE SDA POPULATION	PY 1988 NUMBER SERVED	PY 1989 NUMBER SERVED	PY 1990 NUMBER SERVED	PY 1991 NUMBER SERVED
Female	NA	644	656	540	441
Youth (14 to 15 Years Old)	NA	0	2	1	0
Youth (21 Years and Younger)	NA	468	487	399	391
Older Workers (55 Years and Older)	40,448	7	6	4	10
School Dropouts	29,753	188	176	201	131
Ethnic Minorities	NA	228	257	282	212
Handicapped	NA	281	246	193	162
Reading Level Below 7th Grade	NA	114	127	116	81
Welfare Recipients	NA	235	289	267	185
Receiving AFDC	5,565	206	240	185	142
Veterans	NA	NA	NA	99	81

Table 9

In only three categories was information available that would indicate the incidence of the socio-economic characteristic in the SDA.

While the number served in each category has declined in the plan years covered by this evaluation (with the exception of older workers), the Council does not have the ability to judge why this decline in service(s) to the specific socio-economic characteristic group has taken place.

The ability of the SDA to track the number of people in the various socio-economic characteristics will allow the SDA to judge the scope of their programs. The SDA today,

without the numbers of the various characteristics, does not have the ability to measure the extent to which they are serving the clients most in need of the services.

Recommendation R7

To insure that the JTPA system is serving the population indicated in the legislation, the Council on Vocational Education recommends that, as the Management Information System used by JTPA is upgraded and redesigned, the system be configured to allow the Governor's Employment and Training Forum to obtain and use current data on the incidence in the population of each of the socio-economic groups served.

The Job Training Partnership Act is an investment in human capital. To determine the return on this investment, the Department of Labor established six performance measures that North Dakota has met or exceeded. A more accurate method to determine if, in fact, there is a return on investment would be to measure the long-term success of the programs. The number of clients not returning to the welfare system after training and clients who are contributing to the economy of the state would indicate if the program shows a positive rate of return.

At the present time, the SDA does not have the ability to measure the number of clients who return to the welfare system nor do they cross-check with the unemployment insurance system to see if the clients have become contributing members of the economy.

Recommendation R8

To adequately determine if the clients served by JTPA are being provided long-term skills necessary to compete in a knowledge-based society, the Council on Vocational Education recommends that, as the Management Information System used by the SDA is reconfigured, the ability be included to longitudinally track JTPA clients with other service providers.

PART THREE

Coordination Between Vocational-Technical Education and Job Training Partnership Act

Congress has placed significant emphasis on the coordination of programs between the delivery system utilized for clients of JTPA legislation and the clients of vocational-technical education.

Both programs provide opportunities for specific groups of people to obtain job-related skills. The major difference between the programs is the emphasis in vocational-technical education of life-long skills in addition to specific job-requirement skills.

Vocational-technical education under the Carl Perkins Act requires the integration of academic competencies into vocational-technical programs. The thrust in vocational-technical education is to provide the student the life-long learning skills needed to function in a rapidly changing environment.

Life-long skill enhancement is as equal a thrust in vocational-technical education as are specific job-related skills.

Again, while the programs are similar in nature, the additional emphasis in vocational-technical education on providing life-long skills makes the programs different in their approach.

The Council used a mail survey to determine the effectiveness and adequacy of the coordination between JTPA and the vocational-technical education system.

North Dakota is fortunate in that we operate with only one service delivery system for JTPA training. The Governor's Employment and Training Forum includes representatives of the higher education system and the executive director of the State Board for Vocational-Technical Education. At the top level of administration, coordination is a continuous process.

At the regional level, representatives of vocational-technical education sit as members of the Regional Employment and Training Committee.

In addition, representatives of the JTPA system sit as members of the advisory committees for local vocational-technical education programs. Their participation at the school level provides input into the programs for job opportunities but also keeps the local vocational-technical system aware and informed of the programs available by and through the JTPA system.

There is close cooperation and information dissemination in areas where JTPA programs are in operation. However, the information about JTPA programs is not generally known in areas where specific programs are not operating.

The area vocational centers and the comprehensive high schools report a close working relationship with the JTPA programs. The consortium schools, however, have less knowledge of the programs and in many cases do not participate in the programs. Job Service personnel are members of the advisory committees and staff from either the area centers or the

comprehensive high schools and/or the institutions of higher education are members of the RETCs.

As the membership of the Regional Employment and Training Committee changes over time, the maintenance of broad-based regional and occupational diversity is important to the success of the RETC's program.

Broad-based membership will provide the widest array of knowledge about the region and the needs of the people who live within that region.

Recommendation R9

The North Dakota Council on Vocational Education recommends that, as terms expire on the Regional Employment and Training Committee, the Governor make every effort to place members on the RETC who represent a wide range of occupations and geographic locations.

Increased communications about programs available through the vocational-technical education system on the local level and increased communication in the planning process would assist vocational-technical education and the JTPA delivery system in planning and conducting training programs.

Recommendation R5 from Part One stated:

The Council recommends to the Governor's Employment and Training Forum that an Education Subcommittee be formed at the state level and at the regional level. Membership of the subcommittee should be geographically spread to represent the entire region.

If implemented, the major coordination issue raised by the vocational-technical education providers and the Job Service personnel would be, for the most part, eliminated. That coordination issue is one of communication. The recommendation, if acted upon by the GETF, would establish an education subcommittee to work with the RETC at the local level.

NORTH DAKOTA COUNCIL ON VOCATIONAL EDUCATION

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